

Iowa Department of Corrections
FY 2013 Budget – Description

IDENTIFIER: C 255

CAPITALS

Participants: DOC

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DESCRIPTION

This offer requests FY 2013 Capital Funding to advance successful reentry, improve security and safety of the public, staff, and offenders, address critical maintenance issues and comply with Federal communication requirements. Infrastructure emergencies, life safety, deferred maintenance, food safety and programmatic issues limit the use of older facilities. Overcrowding and lack of gender responsivity severely affects operations, treatment and infrastructure, and adds significant costs system-wide.

Bed expansion in community corrections is essential to maintaining the prison population at current levels in the face of increasing offender population, waiting lists and continuum of treatment care and recidivism rate reduction.

JUSTIFICATION

01 – Des Moines

In response to the needs of the State of Iowa, and the initiatives of the Governor, we would like to recommend a residential facility expansion to be housed with a One Stop Reentry program based on the overcrowding in our prison system and the over representation of African Americans and the mentally ill in our corrections system.

Having these programs, Residential Services and One Stop Reentry, located and delivered in a single location provides a comprehensive, seamless correctional system for successful reentry. Utilizing this integrated approach to corrections better utilizes community services, sanctioning alternatives and can reduce both the incarceration rate as well as recidivism.

With the loss of the Violator Program, it is anticipated that prison incarceration rates will increase. Expanding residential beds and developing a One Stop Reentry Center provides more community resources and alternatives to incarceration. Research has clearly identified that

community-based services, along with appropriate programming, are more efficient and effective in reducing recidivism, and is less expensive to the public. Co-locating these operations and services will result in a smoother and more efficient and effective transition of offenders.

Residential Expansion:

Bed expansion in community corrections is essential to maintaining or reducing the prison population. Increasing bed space in the 5th Judicial District will have an immediate impact on prison beds and will help maintain or reduce prison population, which would allow more offenders to be on supervision in their communities while still providing public safety. The capacity at the Men's Residential Facility is routinely above capacity and operates with a waiting list for all supervision statuses. As a result of this waiting list, local jails and prisons are housing offenders who otherwise could safely be housed in transitional living while waiting for a bed. Additionally, this would allow the State to address the Facility's structural issues with one of the Facility's buildings, which is not ADA compliant, and is very costly to repair and maintain.

Finally, the current buildings do not have enough group space to offer programming, which has been empirically identified to reduce recidivism and enhancing reentry. This new structure, however, would provide space that is conducive to providing this needed programming.

One Stop Reentry:

The One Stop Reentry Center would be a highly structured, full-service program providing intensive, non-residential programming for offenders under the 5th Judicial District. This One Stop Reentry Center would allow community-based offenders to remain in their natural communities while still providing the utmost structure and supervision.

The One Stop Reentry Center will help strengthen the fabric of the natural community through comprehensive and collaborative rehabilitation and social services with a focus on assessment and intensive day treatment services. Services will be provided by mental and medical health providers, employment and education services, mentor and family reintegration experts, positive outcome based social activities through community resources, collaboration of housing assistance through existing authorities, and collaboration with law enforcement to promote a safe environment that operates 7 days a week, 12-16 hours daily.

Empirical Support

Day Reporting Centers (DRCs), a concept similar in scope and purpose as that proposed in this Residential Expansion/One Stop Reentry Center request, have undergone considerable research. Recent literature on these programs has shown the effectiveness of using the DRC model for offenders with substance abuse issues (McBride & VanderWaal, 1997), as well as among the general community supervision population (Martin, Lurigio & Olson, 2003). In both of these aforementioned studies, DRC completers showed reductions in recidivating behavior, as compared to non DRC completers. A more recent study conducted on Multnomah County Oregon's DRC replicated these results, finding that offenders who were referred to the DRC showed a statistically significant reduction in recidivism, as well as showed a substantial cost benefit to the public (Rhyne & Hamblin, 2010).

Providing Services to Offenders with Mental Health Needs

Given the increasing demand for mental health services devoted for individuals on probation or parole, the One Stop Reentry Center will have resources dedicated specifically for this population. The One Stop Reentry Center will offer psychological assessment and diagnostic services, therapy delivered by licensed mental health experts, and prescriptions for medication at one location to enable more effective continuity of care and timely intervention. This is the first program of its kind in the State, and is developed, in part, in response to the Governor's order or request to address the mental health crisis in Corrections.

Positive Impact on Minority Offenders and Racial Disparity

African Americans are over represented in the Iowa prison population, and African Americans released from Iowa's prisons have higher recidivism rates than Caucasians. In the Des Moines metro area, 8.1 % of Des Moines residents are African American; 16.3% of offenders on community-based supervision in Des Moines are African American. Additionally, Polk County ranked #1 in the number of new prison admissions of African Americans in the state (based on FY 2007 prison admission data). The return rate to prison for African Americans committed from Polk County was 47.0% compared to 36.4% for non-African Americans (FY 2004 releases followed for 3 years). In February 2009, the Fifth Judicial District Department of Correctional Services has piloted a Reentry Program specializing in African American population. This program has witnessed some impressively positive results in this short time. Recidivism rates for the Reentry Program participants were 18.1% lower than recidivism rates of a comparison group that had similar sex, race, age, LSI-R scores and crime types.

Summary

In summary, we would like to re-emphasize the benefits of a co-location for a One-stop Reentry Program with a Residential Facility. This Center would ultimately save money, enhance the reduction of offender recidivism, and provide for a seamless reentry process into the community while simultaneously addressing the priorities of the Governor and the needs of the State of Iowa.

02 – Ames

An expansion of bed and programming space at the current Curt Forbes Center is needed to decrease the amount of time offenders are on the waiting list for admission, currently at 6-8 weeks, and to provide a separate, gender specific programming space for women.

In the foreseeable future, it is projected that up to 70 beds will be needed for male offenders, including ten short term DRC beds (See below: the short term beds will be available for those probationers/parolees who are at risk for revocation, as a final option on the progressive sanctions continuum.)

Women's Residential Center: In a separate Women's Center, an additional 30 beds are needed for district wide gender specific programming. A total and secure separation needs to exist between the male and female units, actually housing them in separate buildings. Best practices for female offenders indicate that women throughout the District could benefit from one

specially designed facility. Plans then would be for the new Ames Residential Center to provide space for all female offenders in Second District.

- ✓ Relocating women from the other Second District residential centers would release up to 29 beds for additional male capacity.
- ✓ Female residents need time to work on self-efficacy issues and cognitive dysfunction and cannot work on their own issues thoroughly if housed with male residents.
- ✓ Different and separate space is needed for laundry, recreation, groups/classes, dining, and child/family visitation.
- ✓ The rooms themselves need to be designed for feminine health and privacy needs. At least one area of the facility should be designed for young child visitation, including child friendly furniture and supplies.

Male Residential Center/Field Supervision Office/DRC: The current floor plan design used at the Fort Dodge Community Corrections center could be used to house Ames Residential male clients and Ames Field Supervision Office. Meeting space would be needed for client treatment groups, community meetings and intensive programming space.

DRC (Day Reporting Center) Beds: Up to ten beds will be available for those probationers and parolees who are at risk for revocation. These short-term beds will expand the progressive sanctions continuum for intensive supervision and treatment programming (see day reporting description.) For parolees and probationers assigned to the intensive day reporting program, short-term residential stays could replace revocations to prison for some violations.

Intensive Day Programming Space (Day Reporting Center): Intensive supervision, treatment and employment interventions need group space and double-office space to accommodate intensive program teams. The design accommodates evidence-based programming. Through the years, places that provide versatile space for efficient delivery of day-and-evening services have generally been called “day reporting centers” (DRC’s.) The DRC is simply the place: A variety of programs, some offered daily and some not, can be located at the DRC.

Our proposal for Ames would be to pilot two intensive supervision teams that could provide highly structured programming and supervision for offenders as an alternative to incarceration and to residential stays for some offenders. The DRC teams would work closely with other parts of the corrections system in Iowa to address public safety concerns related to the risky, high need behavior of those offenders most likely to reoffend. Within the community setting, the program design would provide interventions and capacities to address issues such as drug abuse, antisocial thinking, poor peer group affiliations, lack of employment, deficient education, mental health concerns, medical problems and family dysfunction.

Per research findings, improved recidivism rates would be expected due to the pairing of intensive supervision, through community treatment monitors, with intensive treatment and interventions. All this would be provided in a nonresidential setting.

The variety of programs provided would also supplement current services that are offered in the Second District's Residential Centers when available. In addition, the field officers would be able to tap services, including group interventions, when needed to address those high-risk criminogenic needs identified in the parole and probation case plans.

Evidence Support for DRC: As stated above, to make the continuum of services complete, we are requesting that additional program space and some short stay beds be designated as part of the intensive supervision/DRC program. Evaluations of a similar program in Multnomah County, Oregon indicate that the positive impact on recidivism would be significant: The Multnomah DRC showed decreases in pre- and post-DRC arrests of 39% in the 2005 evaluation, and a decrease of 60% in 2010 for successful program completers. Program evaluations also indicated a longer time-to-failure for those DRC participants who did violate.

Summary: Second District then is requesting a total of 100 beds plus field supervision/programming space.

03 – Burlington

Increasing bed space at the Burlington Residential Facility from 60 to 85 will have an immediate impact on facility bed utilization and potentially reduce recidivism through increased safety and treatment. The BRF currently cannot house female offenders, forcing all female offenders in the 8th District to be sent to the Ottumwa Facility. This routine is contradictory to evidence based practices and the Iowa DOC Reentry model. The BRF is also the oldest residential facility in the DOC. The building is in dire repair, requiring tens of thousands of dollars of maintenance annually. Security systems are antiquated and lines of sight are impaired. Staffing reductions over the last few years have exacerbated these issues and directly impacted the safety and security of staff and offender alike. Iowa has a long and proud tradition of Community-Based Corrections. A modern facility with increased bed space will provide increased public safety and allow more offenders to remain under supervision in their community.

04 – ICON

Continued expansion of our ICON system, the offender management system for the Department of Corrections

The objectives of this proposal are to continue to develop the ICON system so that it supports the values and mission of both the Department and the Governor. The ICON system produces virtually all of the information we use for our strategic planning process. The ICON system is a key component of the Governor and Chief's data sharing initiative for all criminal justice agencies (CJIS).

05 – FCC Narrowbanding Mandate (Collaborating with DPS) –

In order to meet the Federal Communications Commission Narrow Banding Mandate January 1, 2013, the Department of Corrections (DOC) has developed a migration plan with the Department of Public Safety to standardized radio equipment, provide statewide interoperability and comply with FCC requirements. The DOC plan is to Purchase 800MHz, Digital, Trunked Radio and P25 (interoperability) dual band radios for each facility. 800 MHz radios provide enhanced reception through the facility and these units will not leave the facilities or need statewide network functionality. 800 MHz also provide many of the facility security functions prison staffs use today, such as “Individual call” or “group call”, which the P25 units cannot. P25 radios will be utilized in operational capacities where correspondence with Department of Public Safety, Department of Health, the department of Natural Resources, The Department of Transportation and local entities is needed. This includes, but not limited to, vehicle transports, offender work crews, control centers, shift supervisors’ and Wardens’ Offices.

Goals accomplished include:

- FCC Narrow Banding requirements accomplished.
- Interoperability communication with Department of Public Safety, Department of Health, the department of Natural Resources, The Department of Transportation and local entities is needed.
- Standardizing of DOC communications systems, which allows sharing of parts, networking among facilities, enhanced communication coverage inside each facility due to ability of 800MHz radio signals to penetrate concrete and steel walls.

Funding for FCC requirements must occur as soon as possible. Migration of existing radio / communication systems is projected to occur over an 8 month period. Systems that are not narrow band compliant by January 1, 2013 will have to be shut off, or run the risk of a ten thousand dollar a day FCC penalty.

06 – ASP Locking System Study, Fire Escape & Luster Heights Well –

Locking system in living units at Anamosa dates to the 19th century (i.e.; 1870’s). Locking system is very unique, may be one of a kind, and parts cannot be purchased, rather must be produced, to keep this system functional. Locking system provides security for over 1,100 medium to maximum security offenders on a daily basis and failure of this system provides an undo hardship to public, staff and offender safety. The locking study begins the process to address necessary security measures through a certified/licensed designer’s and engineer’s in this field of expertise.

Living Unit B fire escape was cited for fire prevention violations by DPS Fire Marshall Prevention Inspectors April 27, 2010. Request provides necessary funds to construct egress in accordance with 2009 International Fire Code and will design and construction will be reviewed and approved by State Building Code Bureau.

DNR states we do not meet condified water works language 7.2.2.a, requires an additional well for back up in case of contamination and existing well is not a large enough water storage for the population. In addition to the DNR citations, the existing well pump runs non-stop, cannot supply necessary water pressure needed and must be maintenance on a continous bases with annual or bi-annual pump replacement.

07 – NCF Hot Water Loop

Originally installed in 2009, NCF's hot water loop underwent repairs in 2010 to repair failing coupling units (replaced stainless steel with fiberglass couplings); those repairs were successful. Funds are requested to address two ongoing issues with the hot water loop that continue to result in repair costs:

1. Thrust blocks – concrete thrust blocks encase the loop at every major bend in the pipe; these blocks are sinking in the “hot soil”, resulting in pipe breakage and failure of the system. Beginning in November 2010, sinking thrust blocks result in pipe breakage and failure of the system approximately every 3-4 months.
2. Valves – the valves do not seal completely, increasing the time and costs involved in making repairs to the hot water loop system. As the water flow cannot be completely stopped (due to the valves not functioning properly) smaller leaks are unable to be detected and isolated until they erupt into a catastrophic failure.

08 – Deferred Maintenance CBC's

Once state funded community based facilities were completed, each have faced challenges keeping pace with infrastructure needs as other fixed costs, such as food, utilities, have been expended to keep pace with daily operations. A significant backlog of maintenance projects has occurred.

09 – Deferred Maintenance Institution's

After extensive security audits were completed at DOC facilities, it was found that there are many corrections that must be made. A significant backlog of major maintenance projects has occurred.